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ABSTRACT

Through State Legalization Impact Assistance Grants (SLIAG), California is projected to receive almost $2 billion to help deal with the impact of the nearly 1.7 million immigrants who received amnesty under the Immigration Reform and Control Act of 1986. The California State Education Plan for SLIAG, developed by the California Department of Education and the Chancellor's Office of the California Community Colleges, has two main goals: (1) to help 950,000 "new Californians" to demonstrate educational proficiency equal to 40 hours of classroom instruction in order to become permanent residents; and (2) to make available to all 1.7 million "new Californians" education and training that will enable them to succeed in school and become more employable. As yet, these goals have not been met, nor are they expected to be met by the end of the funding period in fiscal year 1993. The failure to achieve these goals has been attributed to insufficient federal funds; inadequate educational services; lack of a state-level community college coordinating unit; and low participation by the target population. This report on programs and services for "new Californians" profiles this group with respect to their employment, family status, country of origin, health, education, and goals. In addition, it underscores the inadequacy of SLIAG funding to address their educational needs, offering 10-year cost projections and revealing that the community colleges are only prepared to serve 25% of this population. It also outlines the responsibilities of the affected community college districts for developing adequate plans and policies. Finally, the report reviews the progress made in providing training in basic skills, citizenship, and workplace basics to the immigrants and in ensuring that these efforts will be strengthened and coalesced with other Board initiatives that have been proposed. (PAA)

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Beyond Amnesty: Programs and Services for the New Californians.

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Paper discussed as agenda item 4 at the
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Board of Governors
California Community Colleges
September 12-13, 1991

BEYOND AMNESTY: PROGRAMS AND SERVICES FOR THE NEW CALIFORNIANS

4

A Report

Background

This report is provided to inform the Board on the progress made in the implementation of educational programs for the nearly 1.7 million Californians who applied for immigration amnesty under the provisions of the Immigration Reform and Control Act (IRCA) of 1986. The program was implemented utilizing federal funds made available through the State Legalization Impact Assistance Grants (SLIAG). Previous reports, focused primarily on the fiscal aspects of the program, were provided to the Board at the February 1989, January 1991, and May 1991 meetings. This more comprehensive report provides additional information on the fiscal aspects of the program and provides a narrative on the planning and educational impact of amnesty applicants on the colleges.

Analysis

The Immigration Reform and Control Act (IRCA) provided immigration amnesty to over 3 million undocumented immigrant workers. Nearly 1.7 million applicants were from California (New Californians). In order to assist states in handling the impact of this population, Congress also provided $4 billion through the SLIAG program. These funds were appropriated in Federal Fiscal Years (FFYs) 1988-1991 but were to be available to states through FFY 1993. The funds were to be allocated on the basis of a state's population of amnesty recipients. States were given discretion in using the funds as long as at least ten percent of the funds (for a total of thirty percent) were used for education, health, and public assistance. California's share of the funds is projected to be nearly $2 billion.

In 1988, the California Department of Education, with the participation of the Chancellor's Office, developed the *California State Education Plan for SLIAG.* The *Education Plan*'s two main goals were:

Goal 1: *Forty-hour Requirement*
Help 950,000 New Californians meet the goal of demonstrating educational proficiency equal to 40 hours of classroom instruction in order to become permanent residents.

Goal 2: *Education Beyond Amnesty*
Make available to all 1.7 million New Californians education and training that will enable them to succeed in school, become more employable, and otherwise realize their full potential as citizens of the United States.

As yet, these goals have not been attained, nor are they expected to be realized by the end of the federally funded SLIAG program. The failure to achieve these goals was predictable primarily due to the following factors:

- The lack of adequate federal SLIAG funds for meeting the full need;
- The lack of state support for full funding for programs designed for this population;
- The lack of adequate educational services for this population at all colleges;
- The general lack of participation in education by this population;
- The lack of a specific state community college coordinating and leadership unit (until June 1989) to help design and support programs for this population;
- The concentration of the amnesty population in a few counties (800,000 in Los Angeles County alone); and
- The lack of a comprehensive state plan to serve this population beyond the minimal (40 hours) requirement for the Immigration and Naturalization Service (INS) certification.

During the past two years, the Community Colleges have responded very strongly to the needs of this population. This effort has included the provision of services despite the lack of funds, the development of instructional and support programs, the provision of transitional services to assist the amnesty applicants, and the development of programs more specific to the needs of this population such as workplace basics and naturalization. However, the dimensions of the problem can be gauged from the fact that almost 75 percent of all students in this IRCA student population were placed in ESL Low Beginning or Beginning classes because

they either could not be tested or they scored below 200 on the Comprehensive Adult Student Assessment Survey (CASAS) scale. Nearly one-third had scores indicating that they functioned minimally, if at all, in English. At best, persons in this group would have difficulty functioning in situations related to their immediate survival needs. (*CASAS Final Report, 1990*)

Given the magnitude of this educational need, in the context of inadequate education resources for existing populations, many colleges have developed specific strategies. Assembly Concurrent Resolution 128 (Campbell), 1990, requires the California Postsecondary Education Commission to report on the long-term impact of the New Californians on the California education system. In January 1991, the Board of Governors approved the California Community Colleges to seek continued federal SLIAG funding to maintain current service levels.

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Beyond Amnesty

Programs and Services for the New Californians

Introduction

The Immigration Reform and Control Act (IRCA) of 1986 provided immigration amnesty to over 3 million undocumented immigrant workers. Nearly 1.7 million applicants were from California (New Californians). In order to assist states in dealing with the impact of this population, Congress also provided $4 billion through the State Legalization Impact Assistance Grants (SLIAG). These funds were appropriated in Federal Fiscal Years (FFYs) 1988-1991 but were to be available to states through FFY 1993, given the anticipated problems, for example, in implementing the necessary record-keeping system for a population that had assiduously avoided tracking. The funds were to be allocated on the basis of the state's population of amnesty recipients. States were given discretion in using the funds as long as at least ten percent (for a total of thirty percent) of the funds were used for education, health, and public assistance. California's share of the funds is projected to be nearly $2 billion.

Beginning in 1986, California assigned primary responsibility to the Health and Welfare Agency for the development and implementation of a five-year plan for SLIAG-funded services. The California Department of Education, with the participation of the Chancellor's Office, developed the *California State Education Plan for SLIAG* as its education component. The *Education Plan*'s two main goals were:

Goal 1: *Forty-hour Requirement*
Help 950,000 New Californians meet the goal of demonstrating educational proficiency equal to 40 hours of classroom instruction in order to become permanent residents.

Goal 2: *Education Beyond Amnesty*
Make available to all 1.7 million New Californians education and training that will enable them to succeed in school, become more employable, and otherwise realize their full potential as citizens of the United States.

As yet, these goals have not been attained, nor are they expected to be realized by the end of the federally funded SLIAG program. By June 30, 1992, even the initial goal to provide a minimal 40 hours of education to 950,000 New Californians will not have been met. As many as 100,000 may still be left unserved at this most basic level. The

second goal is even further from being met. The 1.7 million New Californians are still in need of an average increase of at least six grade levels of education to compete for the median (12.3 grade level) California job, according to the California Department of Education (CDE) survey of amnesty applicants (*Comprehensive Adult Student Assessment Survey, 1990*).

The failure to achieve these goals was predictable primarily due to the following factors:

- The lack of adequate federal SLIAG funds for meeting the full need;
- The lack of state support for full funding for programs designed for this population;
- The lack of adequate educational services for this population at all colleges;
- The general lack of participation in education by this population;
- The lack of a specific state community college coordinating and leadership unit (until June 1989) to help design and support programs for this population;
- The concentration of the amnesty population in a few counties (800,000 in Los Angeles County alone); and
- The lack of a comprehensive state plan to serve this population beyond the minimal (40 hours) requirement for the Immigration and Naturalization Service (INS) certification.

During the past two years, the Community Colleges have responded very strongly to the needs of this population. This effort, despite the lack of funds, has included the provision of services such as: the development of instructional and support programs, the provision of transitional services to assist the amnesty applicants, and the development of programs more specific to the needs of this population such as workplace basics and naturalization. However, the educational reality which must be faced with this population is identified directly by the *1990 Pre-Enrollment (CASAS) Final Report* which states:

> "Almost 75 percent of all students in this IRCA student population were placed in ESL Low Beginning or Beginning classes because they either could not be tested or they scored below 200 on the CASAS scale. Nearly one-third had scores indicating that they functioned minimally, if at all, in English. At best, persons in this group would have difficulty functioning in situations related to their immediate survival needs."

Despite the magnitude of this educational need, in the context of constraints on education resources for existing populations, colleges have developed specific strategies and this report recommends their full implementation. Further, Assembly Concurrent Resolution 128 (Campbell), 1990, requires the California Postsecondary Education Commission to report on the long-term impact of the New Californians on the California education system. The recommendations in this report can form the basis for the system's response to the Resolution.

The remainder of this report is organized in four sections. The first section provides a brief profile of the New Californians. The second section deals with fiscal issues, particularly the federal responsibility for the population. The third section outlines the responsibilities of the affected districts in developing adequate plans to address the needs of the New Californians. The final section deals with the necessary educational programs and services. In the last three sections, an overview of past and current activities is also provided.

I. The New Californians: A Profile

The following ten statements, with the supporting details, are intended to provide a brief "factual portrait" of the New Californians. They are based on the 1989 survey of the New Californians conducted by the California Health and Welfare Agency as well as data from other State agencies and the California Community Colleges.

A. *New Californians are a significant part of today's California workforce.* They are 12 percent of the current workforce and are most commonly working in the following occupations: manufacturing, services, agriculture, construction, and trade.

B. *New Californians are strongly committed to work, work hard and yet have the lowest income of all Californians.* Nearly 90 percent of all New Californians work, compared to just 53 percent of all Californians. Further, nearly all the New Californians hold more than one job and work at least 49 hours per week. Nearly 60 percent work even greater number of hours. Only 6 percent of other Californians work as much. Yet, New Californians earn only $11,440 per year compared to $24,921 for all other Californians.

C. *New Californians have strong families.* Over two-thirds of the New Californians are married and, of these, nearly 80 percent have children. Nearly all the married New Californians have intact families.

D. *New Californians are from a close-knit group.* Nearly two-thirds of the group are from just six states in Mexico: Jalisco (27%), Michoacan (17%), Zacatecas (9%), Guanajuato (6%), Baja (5%), and Durango (5%).

E. *New Californians are concentrated in ten California counties.* Nearly one-half of the population lives in Los Angeles County. Approximately thirty-five percent are in Orange, San Diego, Riverside, Santa Clara, Tulare, Kern, Ventura, San Bernardino, and Fresno counties. The balance is shared by the other 49 counties.

F. *New Californians are healthy.* In the 1989 California Health and Welfare Agency survey, nearly nine out of ten New Californians reported being in excellent or good health. This compares to only two-thirds of all other Californians reporting being in good health. Part of the explanation is the relative youth of the immigrant group.

G. *New Californians have supportive families.* Over three-fourths of all New Californians report having strong family support, that is family support was always available to the individual. Additionally, another 14 percent report receiving such support as necessary.

H. *New Californians strongly desire education and citizenship skills.* This population realizes that it is under-skilled when compared to California job market demands. They are more desirous of educational services than even other immigrants and more than four-fifths would like to naturalize and participate in the civic process.

I. *New Californians have received very little education out of the SLIAG-funded programs.* Of the nearly $2 billion in SLIAG funds that California has received, allocations to education only have been enough to fund nine hours of education per person per year.

J. *New Californians are competing for scarce state education resources.* Over the past five years, State support for educational programs in the colleges has dropped from 97 percent of full funding to less than 90 percent of the amount required.

II. Fiscal Impact of the New Californians

Although the Immigration Reform and Control Act (IRCA) of 1986 and the State Legalization Impact Assistance Grants (SLIAG) program provided an opportunity to begin bringing many New Californians out of the shadows into full participation in America's society and economy, California will not be able to achieve its goals for the New Californians within the scheduled federal funding process (FFY 1987-1988 to FFY 1992-1993).

California Community Colleges

SLIAG-Funded Program Activity

1987-1991

Fiscal Year	CCC ADA	Amnesty ADA**		Number of Participating Community Colleges	Total SLIAG Expenditures
1987-88	675,183.84	227	0.03%	21	$ 406,716.22
1988-89	698,407.35	6,552	0.94%	43	$ 13,358,121.60
1989-90	725,507.96	6,709	0.92%	50	$ 15,555,201.40
1990-91*	745,779.02	7,831	1.05%	52	$ 16,934,363.00
1991-92*	799,925.97	8,399	1.15%	56	N/A

* Projections

** 250,000 individual students served, 1987-1991.

Source: *CDE Amnesty Education Office Data Report, 1990*, and Chancellor's Office Fiscal Unit *ADA Report, 1990*.

The already increasing enrollment of students in the Community Colleges has been accelerated by the addition of some 250,000 Amnesty students served in the past three years. In Fiscal Year 1990-91, the New Californians are expected to generate over one per-cent of the Community Colleges ADA (see chart above).

Despite the SLIAG funded services, the State has not addressed the greater and immediate needs of New Californians. All 1.7 million New Californians are still in need of an average increase of at least six grade levels of education, from their existing 6.8 grade level, to compete for the median (12.3 grade level) California job. Based on 100 hours per grade level per student, estimates (using figures from the *California Department of Education 1990-91 Budget Appropriations Request to the Legislature*) revealed an overall need for one billion student attendance hours to accomplish this median competency level. This translates into $5 billion needed (based on current funding levels) to assist New Californians to acquire the necessary skills for the median California job, while the total California SLIAG allocation for health, social services, and education is only $1.9 billion. Projections, based on current service rates, reveal that the Community Colleges will serve 25 percent of this population. This translates into 250 million future student attendance hours (476,190.48 ADA) at community colleges over ten years.

The following chart shows a ten-year cost projection of the education needs of the New Californians. The costs projected for community colleges are based on 100 hours per grade level per student and on an estimated 25 percent share of the total services needed.

Cost and Utilization Projection Beyond Amnesty

Need: 6 grade-years (GY) additional instruction for the 1.7 million New Californians.

Formula: (6 GYs x 1.7M) x 100 hours/grade-year = 1 billion hours.

Ten-Year Projection

	100% Served	50% Served	25% Served	10% Served
Hours	1 bil	500 mil	250 mil	100 mil
Cost ($5/Hr)	$ 5 bil	$ 2.5 bil	$ 1.25 bil	$ 500 mil

Annual

Hours	100 mil	50 mil	25 mil	10 mil
Cost ($5/Hr)	$ 500 mil	$ 250 mil	$ 125 mil	$ 50 mil
CC/Share (25%)	**$ 125 mil**	**$ 67.5 mil**	**$ 31.2 mil**	**$ 12.5 mil**

The California Legislature has attempted to address the unmet demand by allowing SLIAG funding for all basic skills courses (credit and noncredit), irrespective of a district's ADA cap. However, these actions may not be sufficient to meet the demands for services. First, the Legislature has committed only SLIAG funds for this purpose. Those funds may not be fully available due to federal budget problems. Second, even if SLIAG funds were available, they would be insufficient to meet the projected demand.

The problems the Community Colleges face in assuring New Californians access to, and success in, education are distinct from those associated with other student populations. For example, first, the New Californians cannot be full-time students due to their heavy workload. Second, they need workplace literacy and job retention skills. A third example of their differential need is their demand for citizenship and naturalization education. Nearly eighty percent have expressed an intent to become United States citizens.

California now needs to face a crucial responsibility. Although the federally funded program has provided the minimal hours, it has left 1.7 million New Californians who need skills to compete for the median job. This effort should

be based further on the significance of the New Californians in the California workplace.

New Californians constitute 12 percent of the total workforce in the state. Without increasing the productivity of New Californians, the necessary increases in worker productivity will be difficult to realize. In order to meet this projected need, the Community Colleges: (1) must seek adequate federal and State funds; (2) assist districts in seeking federal, State and private sector funds to supplement general education funds in meeting the workplace training needs of New Californians; and (3) assist districts in accessing special projects dollars such as Instructional Improvement, Vocational Education Special Projects, and other funds addressing the needs of the underprepared and disadvantaged.

III. Local Planning

California's population, in general, is growing more rapidly than expected. The State Department of Finance has indicated that California is growing at the rate of about 400,000 individuals per year, one-half of whom are from other states or other countries. The population of California is becoming older; the fastest growing age cohort is made up of those aged 35 to 54, while the number of 18 to 24 year-olds will decline until 1996. There will be more disabled, more single parents, and more individuals living alone.

The state's population is becoming more culturally diverse. Racial and ethnic minorities will be a "majority" shortly after the turn of the century. The Department of Finance has projected that seven of every ten newcomers to California over the next decade will be Asian or Hispanic.

The New Californians will contribute to this diversity. Within the Amnesty population in California, the largest single group, 85 percent (1.4 million) are from Mexico, 10 percent (170,000) are from other Latin American countries, and 5 percent (85,000) from Asia and other countries (INS January 1990 data).

California's educational services address this diversity at the local level. Consequently, broad statewide planning efforts must be made in conjunction with locally developed plans and implementation. Therefore, it is important that any planning recommendation be viewed by local policy development officials as a "point of departure" for planning, reviewing the information as necessary for conditions or trends that are unique to local areas. Planning should address the following issues:

A. The target population, its characteristics, educational needs, and personal goals.

B. Student entry, screening, and assessment procedures.

C. Student employment/educational status at the time of entry into the program.

D. The program objectives that are designed to meet the needs of students and the local employment trends.

E. The development and implementation of a new flexible educational delivery system, such as workplace literacy.

F. A ten-year projection of costs and the availability of resources to meet the identified needs (federal/SLIAG, State Special Projects, State General Fund).

G. An evaluation component that should include ways and methods of evaluating the program (e.g., student outcomes).

IV. Educational Programs and Services

The Health and Welfare (H&W) Agency surveyed New Californians enrolled in Adult Education/ESL Classes and found that more than one-half were first-time users of education services in the United States, and that most were attending classes to increase general English language requirements in addition to satisfying legalization requirements. The survey also showed that New Californians are enthusiastic about school and general educational opportunities. Virtually all survey respondents indicated that they would like to continue their education in order to obtain a better job. Of the New Californians, 90 percent work at least 59 hours per week at two jobs while their individual take home pay is less than $220 per week.

New Californians report lower levels of schooling than the general state population. According to the H&W/CASAS survey of 5,019 New California students, 80 percent of the New Californians were reported as functioning below the sixth grade English reading level. Many do not speak English and are not literate in their own language. Clearly, a large number of these New Californians have little or no previous education.

New Californians have, as stated before, a median educational level of 6.8 years. The current educational level required for entry level jobs is 12.3 years, and it will continue to rise as high technology continues to impact California's private and public sectors. The New Californians are undereducated and lack marketable skills, and this may prevent them from keeping pace with the rising demands of the workplace.

Student surveys conducted in 1989 by the California Health and Welfare Agency, and Glendale Community College Planning and Research Office show that New Californians have academic, psychological, and economic problems that need to be addressed in the context of California's future workforce, California's economic stability, and California's future economic development. Consequently, New Californians face two kinds of barriers to increasing their productivity and civic participation: institutional and personal. The most significant institutional barriers to accessing education are the location and the schedule of classes, as well as the availability of appropriate curricula and student support services. However in addressing these specific needs, we need to be cognizant of the commonalities with the problems of other underrepresented Californians.

Substantial progress has been made on responding to each of three educational needs of the New Californians: **Basic Skills, Citizenship,** and **Workplace Basics.**

Basic Skills: A Basic Skills Proficiency Achievement Program proposal has been drafted and is being considered for implementation by Amnesty Education Programs.

Citizenship: A task force of representatives from community-based organizations, the Immigration and Naturalization Service, and the colleges has drafted a Model Naturalization Center proposal that is ready for implementation.

Workplace Basics: At the request of the Amnesty Education Directors, a four-session, forty-hour staff development program to train the directors in managing workplace basics programs was conducted during January-June 1991. Twenty-one persons completed the program that provided a foundation of information about workplace basics including definitions, assessment, contracts, marketing, curriculum design, program development, and funding sources. One of the five training days was devoted to case studies of programs. The distinguished faculty included staff from: the Office of the Secretary of Education, Washington, D.C.; the national AFL-CIO; Educational Testing Service; California Legislature; private industry; and public and private funding agencies. Community College leaders included the Vice Chancellorof Economic Development, ED>Net representatives, State Academic Senate representatives, and Chancellor's Office Vocational Education personnel.

At the conclusion of the program, participants adopted the following mission statement:

> "The Workplace Basics Program provides educational services to businesses with significant numbers of immigrant and/or New

> Californian (Amnesty) workers requiring English, work and basic skills, and Vocational English as a Second Language training.
>
> The Workplace Basics Program seeks funding from State, federal, and private job training funding sources.
>
> Workplace Basics is coordinated with existing campus programs already providing educational services to the business community."

Participants also agreed to explore the continuation of these contacts during 1991-92, particularly to develop projects. Approximately six colleges are developing proposals that will be submitted for funding to various agencies. Parallel to the training program, staff has been working closely with state and federal funding agencies to include the New Californians when setting priorities. As a result, for example, the Legislature has set aside $5 million for 1991-92 from the Employment Training Panel funds for the New Californians.

These efforts need to be strengthened and coalesced with other Board initiatives in these areas. The Board of Governors *1990-91 Basic Agenda* has identified specific priorities addressing the need to improve the recruitment, retention, and transition of underrepresented students.

Under Academic Affairs, the Board proposes to establish a consistent and comprehensive precollegiate basic skills curriculum, increase the number and success of underrepresented students in vocational education programs, and make vocational education programs more relevant and effective in preparing students for employment. Under Student Services, the Board proposes that colleges develop strategies to establish and maintain productive working relationships between student services personnel and instructional faculty. The Board also proposes that colleges identify and disseminate effective strategies for recruiting underrepresented potential students, and implementing all components of the matriculation program to improve the retention of students and facilitate the completion of their educational goals.

The implementation of the Board initiatives discussed above will address directly the specific measurable needs of New Californians. However, additional actions also are necessary particularly in the development of programs in citizenship, Workplace Basics, and the provision of support services to Californians who are most likely to be part-time students. In January 1991, the Board approved the California Community Colleges to seek continued federal SLIAG funding to maintain current service levels.

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